R E P O R T R E S U M E S

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EXPLORATION OF THE PROBLEM OF TRAINING AND RETRAINING THE UNEMPLOYED, A SUMMARY REPORT.

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REPORT NUMBER UM-ORA-PROJ-04114-3-F PUB DATE APR 63
EDRS PRICE MF-$0.25 HC-$1.00 25P.

DESCRIPTORS- *VOCATIONAL EDUCATION, DROPOUTS, *VOCATIONAL RETRAINING, FEDERAL PROGRAMS, LABOR UNIONS, MOTIVATION, ACADEMIC ACHIEVEMENT, *UNEMPLOYED, AREA REDEVELOPMENT ACT, MICHIGAN EMPLOYMENT SECURITY COMMISSION, MOTT FOUNDATION RETRAINING PROGRAM, MICHIGAN, WEST VIRGINIA,

IN THE FALL OF 1961, THERE WERE APPROXIMATELY 300,000 UNEMPLOYED IN MICHIGAN. ABOUT HALF OF THESE WERE LOCATED IN THE DETROIT METROPOLITAN AREA. OF THE 61.8 PERCENT WHO HAD NOT COMPLETED HIGH SCHOOL, 30.1 PERCENT DROPPED OUT DURING GRADES 9-11, AND THE REMAINDER HAD 8 YEARS OR LESS OF EDUCATION. SOME ATTEMPTS TO RELIEVE THE UNEMPLOYMENT SITUATION HAVE BEEN MADE BY THE MICHIGAN EMPLOYMENT SECURITY COMMISSION, THE MOTT FOUNDATION RETRAINING PROGRAM IN FLINT, UNION-MANAGEMENT AGREEMENTS, AND FEDERAL LEGISLATION. THE LOW RESPONSE OF THE UNEMPLOYED TO RETRAINING PROGRAMS CLEARLY INDICATED A MOTIVATION PROBLEM. MOST OF THE UNEMPLOYED CONTACTED ABOUT A RETRAINING PROGRAM IN WEST VIRGINIA WERE NOT INTERESTED, EXPECTED TO BE CALLED BACK TO WORK SOON, OR FELT THEY WERE TOO OLD TO BE STARTING OVER AGAIN. THE VOCATIONAL TRAINING FACILITIES AND PERSONNEL IN PUBLIC SCHOOLS MUST BE EFFECTIVELY USED TO HELP ALLEVIATE THE PRESENT UNEMPLOYMENT EMERGENCY. TRAINING MUST BE UNDERTAKEN WITH THE COOPERATIVE EFFORTS OF THE SCHOOL AND THE COMMUNITY. SCHOOLS MUST BE REORGANIZED TO MEET THE NEEDS OF BOTH STUDENTS AND SOCIETY AT LARGE. (PS)

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AND TECHNICAL EDUCATION
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04114-3-F

JUL 9 1965

THE UNIVERSITY OF MICHIGAN

ED012751

SCHOOL OF EDUCATION

Exploration of the Problem of Training and Retraining the Unemployed

(A Summary Report)

MUGITCH A. KARAGEUSIAN

A PART OF THE MICHIGAN VOCATIONAL EDUCATION EVALUATION PROJECT

Sponsored by:

State Board of Control for Vocational Education
Lansing, Michigan
through
Michigan State University
East Lansing, Michigan

VT000342

Administered through:

April 1963

OFFICE OF RESEARCH ADMINISTRATION · ANN ARBOR

THE UNIVERSITY OF MICHIGAN

SCHOOL OF EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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April 1963

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FOREWORD

In the fall of 1958 the State Board of Control for Vocational Education authorized a three year study and evaluation of vocational education in Michigan. In June 1960 The University of Michigan was requested by the Executive Committee (see Appendix A for list of members) to take the responsibility for that portion of the Michigan Vocational Education Evaluation Project having to do with organization, administration, and supervision of vocational education in Michigan.

In September 1960 Willard C. Olson, Dean of the University's School of Education, appointed an advisory committee (see Appendix B for list of members) to assist with this phase of the project. The advisory committee has met six times during the two years. At the first meeting the committee identified a list of problems having to do with organization, administration, and supervision of vocational education which they felt needed special study and consideration. This list was later reduced to a list of ten problems arranged in rank order of importance.

The sixth of these problems was "To determine the essential characteristics and organization of a program for retraining displaced adult workers". The resources available did not permit a special research effort, but Mr. Karageusian, a doctoral candidate who was enrolled in one of my seminars, became interested in the problem and agreed to do some exploratory work on it. He was motivated partly by the possibility of finding a thesis topic somewhere in this area.

This report is, therefore, an exploration of the problem of training and retraining the unemployed. While it does not attempt to provide solutions, it does point up certain facets of the problem which need further investigation.

This report represents the outcome of one study done as a part of the overall Michigan Vocational Education Evaluation Project; it has not been approved by the Executive Committee for the Project.

Ralph C. Wenrich
Project Director

PART I. INTRODUCTION

THE PROBLEM

For the past five years there has been growing concern about the problem of unemployment. Some of the reasons for this unemployment are listed in a U. S. Department of Labor bulletin, Meet the Over-40 Worker[1]; they include (1) lay-offs due to cutbacks in production, completion of project, or shortage of materials; (2) plant mergers and subsequent staff reductions; (3) technological changes directly affecting operations (automation); (4) relocation of plant; and (5) long-term shutdowns.

Although measures have been taken to improve the economy of the nation and thereby decrease the percentage of unemployed, the percentage of the total labor force unemployed has remained at a rather high level over an extended period of time. A study by the Bureau of Labor Statistics, U. S. Department of Labor[2], reported 6.8% of the total labor force unemployed in the United States in April 1961. Comparable figures for each of the preceding three years were 1960, 5.1%; 1959, 5.4%; 1958, 7.5%.

The manufacturing industries have been hardest hit by unemployment. Conditions in the automobile manufacturing industry are probably typical of the situation in manufacturing generally. Technological changes and other causes of unemployment have certainly had their impact on the automobile industry, which is so important to the Michigan economy. In April 1961 the percentage of the total labor force unemployed in the United States was 6.8, whereas the percentages of unemployed in selected Michigan cities as reported by the Michigan Employment Security Commission[3], were as follows:

City	Percent Unemployed
Bay City	15.2
Detroit	11.0
Port Huron	10.3
Flint	9.4

The persistent high rate of unemployment throughout Michigan and the United States can be attributed to (1) automation and other technological

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1. Meet the Over-40 Worker. Washington, D. C.: U. S. Department of Labor, 1960. p. 20.

2. Who Are the Unemployed? Spring 1961. Washington, D. C.: U. S. Department of Labor, Bureau of Labor Statistics, Bureau of Employment Security, April 1961. p. 3.

3. Michigan's Labor Market. Detroit: Michigan Employment Security Commission. Vol. XVI, No. 9 (September 1961). p. 5.

improvements which have reduced the number of unskilled workers needed, and (2) the fact that people are entering the labor market faster than jobs are becoming available[1]. More and more industries are turning to new technologies as means of solving production and marketing problems, and these along with foreign manufacturers present competition which can no longer be met by old-fashioned production methods. The result is an increasing need for skilled workers in many areas and in new occupations, and a generally decreasing need for unskilled workers.

Much has been written about automation and other technological developments, and the effect these changes will have upon our economy and our society. Most of the writers are quite optimistic. Mann and Hoffman, in Automation and the Worker[2], summarize the situation as follows:

> "...the prospect of automation in the future seems to offer a tremendous potential for the workers and companies involved. There are, however, sizable obstacles to be overcome and numerous precautions which must be taken before these benefits can be achieved.
>
> "The greater efficiency of the new production units is substantial, and the continuing advances of science should make the efficiency gains even greater. Productivity per man hour and per any other cost can be expected to continue to augment the profits of companies employing the new equipment.
>
> "The reduction in size of the work force needed should simplify the organizational problems by eliminating supervisory levels and bringing the top and bottom of the organization closer together. Communication both from above and from below should prove easier.
>
> "The workers in the reduced labor force in the automated factory can have highly interesting jobs, in terms of the satisfactions arising both from the work itself and from the opportunity for freer associations with working colleagues."

In the long run the situation for society may thus be enhanced, but the immediate problem of what to do about workers who cannot adjust to the requirements imposed by technological change remains unsolved. The new jobs created by automation and other technological advances tend to be in occupations which require more education and more specialized training than were required in the occupations which characterized the older economic order.

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1. Manpower--Challenge of the 1960's. Washington, D. C.: U. S. Department of Labor, 1960. pp. 3-8.

2. Floyd C. Mann and L. Richard Hoffman. Automation and the Worker. New York: Henry Holt and Company, 1960. p. 213.

The general consensus is that some solution must be found for the current unemployment problem. The solution most frequently proposed is that of further education and training for the unemployed.

SOME FACTS ABOUT THE UNEMPLOYED IN MICHIGAN

Although not many statistics about the unemployed are available, we do have a few. At the time of this study (fall 1961) there were approximately 300,000 unemployed in Michigan; about half of these were located in the Detroit Metropolitan area. Of these approximately 150,000 unemployed 73.1% were males and 26.9% were females. Table I shows the distribution of unemployed by age groups. An analysis of the statistics in Table I shows that more than 70% of the unemployed are under 45 years of age, and more than 50% are under 35 years of age.

It is also informative to look at the unemployed population in Michigan in terms of the number of years of education completed. Ilene Pawlicki of the Michigan Employment Security Commission reported some studies which give us the information presented in Table II.[1] It should be noted that while only 29.9% of the total unemployed population had graduated from high school, 54.9% of the 18-19-year-old unemployed and 45% of the 20-24-year-old unemployed had graduated from high school. In comparison with the unemployed over 45 years of age, more than twice as many of the unemployed under 45 years of age had graduated from high school (16.6% and 35% respectively).

It should also be noted that of the 61.8% of the unemployed who did not complete high school, nearly half (30.1%) dropped out during grades 9 through 11, which means that the remainder (31.7%) have had eight years or less of education.

The unemployment problem is larger than the actual number of unemployed persons at any given time would indicate. In considering this problem we must, to be sure, consider those who are currently unemployed; but we must also consider those who will become unemployed in the future. Certainly we cannot ignore the large number of youth who leave our schools annually, hoping to find employment but without the necessary preparation to do so.

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1. Ilene Pawlicki. "Studies Made to Determine the Type and Education of the Unemployed". Detroit: Michigan Employment Security Commission, 1961. (Unpublished)

TABLE I. DISTRIBUTION OF UNEMPLOYED BY AGE GROUPS

Age Group	Percent of the Total Unemployed
Up to 25 years	29.5
25-34 years	24
35-44 years	18.1
Over 45 years	28.4

TABLE II. NUMBER OF YEARS OF EDUCATION COMPLETED BY THE UNEMPLOYED IN MICHIGAN AS OF JULY 1961, BY AGE GROUPS

	Number of Years of Education Completed						
Age Group	0-7 Years	8 Years	9-11 Years	Trade or High Sch. Grad.	College Attend. Only	College Grad.	Total
Total Unemployed	12.2%	19.5%	30.1%	29.9%	6.6%	1.7%	100%
18-19	2.0	4.1	32.9	54.9	6.1	0.0	100
20-24	2.4	7.9	34.7	45.0	8.8	1.2	100
25-34	8.3	15.8	32.8	33.0	8.0	2.1	100
35-44	13.8	22.2	31.0	25.3	5.6	2.1	100
Under 45	8.3	15.2	32.6	35.0	7.2	1.7	100
45-54	19.1	28.8	26.8	19.5	4.9	0.9	100
55-64	25.9	33.6	20.3	12.8	5.1	2.3	100
65 and over	32.3	34.8	14.5	12.1	4.3	2.0	100
45 and over	22.6	30.9	23.5	16.6	4.9	1.5	100

PART II. SOME ATTEMPTS TO RELIEVE THE UNEMPLOYMENT SITUATION

THE MICHIGAN EMPLOYMENT SECURITY COMMISSION

The Michigan Employment Security Commission has been working on problems of placement (and to some extent on problems of training) of the unemployed for a long time. Since 1939 this state agency has had the authority to extend unemployment benefits to individuals enrolled in approved vocational classes.[1] The provision of the Michigan Employment Security Act which allows it to do so was not used extensively until 1958, however, when the Commission intensified its interest in vocational training. Since then it has participated in programs throughout the state for the training of waitresses, clerical workers, retail sales personnel, and workers in the manufacturing industry. Many of these programs have failed to attract a sufficient number of trainees, however.

Under the provisions of federal legislation described at the end of Part II, substantial funds are available to the Commission for use in training of the unemployed; but before these funds can be used, the Commission must have reasonable assurance that the trainee will be able to find employment. With technological changes modifying our basic economic structure so rapidly, it is extremely difficult to identify the occupations for which there will be a continuing shortage of workers. Mary Manning of the Detroit office of the Michigan Employment Security Commission reported in an interview that in some cases an apparent need for training workers turns out to be spurious upon further investigation. For example, the new do-it-yourself laundry and dry-cleaning business seemed to open opportunities for maintenance and repair men, but upon investigation it was found that there was no real shortage.

The Commission conducts studies continuously in an attempt to determine the needs and conditions of the labor market. At the time of this writing the Commission is endeavoring to determine possible areas of training under the Area Redevelopment Act. The evidence gathered to date suggests that there are some real needs, but that they are primarily for highly skilled and professional workers. The Commission has also been working with local schools and has made available to high school youth certain testing and counseling services.

MOTT FOUNDATION RETRAINING PROGRAM IN FLINT

Flint was one of the hardest-hit cities in the nation during the 1958 recession. On July 22, 1959, a group of citizens met as the Employment Advisory Committee, with Frank Manley acting as chairman. The purpose of the meeting was to bring together the resources of industry and education to cope with the serious problem of unemployment. At the time of that meeting, national unemployment had gone below 5%, whereas Michigan unemployment was 8.3% and unemployment in Flint was 11%. Gustave A. Reis, Manager of the Flint office of the Michigan Employment Security Commission, was a mem-

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1. Michigan Employment Security Act, Section 28(e), p. 26.

ber of the Employment Advisory Committee, and the Committee worked very closely with his office. Mr. Reis reports[1] that the following questions were raised by the Committee:

1. What kinds of jobs are open?

2. What kind of training should the unemployed have?

3. How can we make the best use of available facilities, both public school and college, for purposes of retraining?

4. What human resources are available for this training?

5. How can we determine people's aptitudes in relation to the available jobs?

6. How can we make Flint a model for this purpose?

Additional facts which were brought out during this meeting and reported by Mr. Reis are:

1. There isn't much hope for workers with semi-skilled training.

2. There is a possibility of training more people for the service industries.

3. There is a large decrease in the laborer classification.

4. Eighty percent of the unemployed in Flint are in the semi-skilled or laborer category, with roughly 40% in each.

5. While there are 65 trade and service jobs plus 36 "other" jobs for every 100 manufacturing jobs in Michigan as a whole, Flint has only 48 trade and service jobs and 20 "other" jobs for every 100 manufacturing jobs.

6. About half the Flint high school graduates have the capacity for technical training or retraining.

The Employment Advisory Committee decided to begin with a pilot program for retraining the unemployed. Edward T. Ragsdale, who had just retired from the position of General Manager, Buick Division, General Motors, became interested in the problem and served as chairman of the Mott Foundation Committee on the Retraining Project. Applicants were enrolled in general high school courses for adults and in classes where mechanical skills were taught. The retraining program was set up not only to train people cur-

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1. Gustave A. Reis. Summary Report on the Retraining Program in Flint. Flint, Michigan: 1960. pp. 1-3. (Unpublished)

rently unemployed, but also to train currently employed, thereby upgrading them and giving them greater assurance of continued employment.

It was soon found that the major problem was one of motivation. According to Bob Kelly, Executive Secretary of the Retraining Project, "People are spoiled. They don't want to be retrained. They don't want to look for a job. They want the job to come to them. People don't want to accept jobs that pay less than their former jobs."[1] Mr. Kelly believes that any valid solution must be broad and flexible and capable of individualization, since all too often the solution that "works" for one person does not work for another. It was also found that most people, even if they have skills, can profit from instruction on getting and keeping a job. Many don't know how to dress for and act during an interview; many don't know how to fill out application forms; and many, even if they get a job, are likely to lose it inadvertently. As a result, classes on getting and holding a job were formed.

As of September 1961, the total number of enrollments in the Flint Retraining Program over a two-year period was 300. This is a very low figure considering the fact that from 12,000 to 15,000 people have been unemployed every year in Flint from 1958 to 1961. Classes were formed for instruction in auto diagnosis and tune-up, auto mechanics, waitress training, automatic washer repair, automobile transmissions, auto bumping and painting, shorthand, business machines, selling techniques, and many other skills. When it was found that many unemployed people are not sufficiently literate to function effectively in a wage-earning role, those of the 300 who fell into this category were encouraged to supplement their training in specific job skills with general adult education classes.

The aim of the Retraining Program is not only to train unemployed people for jobs that are currently available, but also to upgrade workers so that they can qualify for more highly skilled positions. The applicant is not told what positions are available, but is asked about his interests. The counselor then attempts to steer him into areas for which he has capabilities. It is believed that if a person is skilled and knows how to find a job he will be successful. Classes in this program are not free; the enrollee pays a nominal fee.

UNION-MANAGEMENT AGREEMENTS

The labor unions have been concerned with the unemployment problem because it directly affects their members. They are working toward job security in every new contract negotiation and in two instances, described below, have negotiated retraining agreements with management.

The Automation Committee, formed under agreements of September 1, 1959 between Armour and Company and the two unions involved, has been meeting monthly in order to study the problems of automation, report its findings, and make recommendations to the Company and to the unions. This committee is composed of four representatives of the Company, two representatives from each of the two unions, and an impartial chairman.

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1. Interview with Mr. Bob Kelly, Executive Secretary, Mott Retraining Project, Flint, Michigan, October 1961.

The meat packing industry has been undergoing major technological changes which have caused many plants throughout the country to be closed down. One such plant was the Armour plant in Oklahoma City, Oklahoma, which closed in July 1960. The committee obtained the services of a University of Wisconsin faculty member, Professor Edwin Young, to help former employees obtain employment. Lists of former Armour employees and their qualifications were carefully drawn up and made available to interested employers. While the campaign for immediate jobs was going on, steps were taken to enable former employees to acquire training for jobs which might open up in time. The Oklahoma State Employment Service agreed to co-operate in giving aptitude tests to all former employees who were interested. An invitation was sent to 431 former production workers (353 men and 78 women) to take advantage of the testing and counseling offered and enter an appropriate training course. Only 60 took advantage of this service and started training; of this 60, only 5 completed the course and were placed on jobs. Training was given in typing, office methods, air conditioning, and auto mechanics.[1]

On September 20, 1961, the UAW-CIO made an historic agreement with the American Motor Car Company, Article IX of which dealt with a Career Employment Planning Program. The purpose of this program is to prepare the individual employee to meet the requirements of more desirable jobs and of new jobs arising from automation and other advances in technology. The program is designed to enable the employee to improve his knowledge and skills, thus enhancing his opportunity for advancement and reducing the danger of layoff due to inability to meet job requirements.[2]

The union has also attempted to guarantee that employees would have the right to move with the job when plants are re-located.[3]

FEDERAL LEGISLATION

The Federal Government has recognized the fact that the need for unskilled labor is diminishing, and considers any area with an unemployment rate of 6% or more a distressed area. On May 1, 1961 the President signed into law the Area Redevelopment Act, which appropriates funds for vocational training and for the expansion of vocational training facilities in distressed areas. The U. S. Labor Department is responsible for allocating funds to train the unemployed in the skills necessary for employment in occupations which indicate a shortage of labor. A weekly subsistence allowance equal to the amount which would be paid under unemployment compensation, is provided during the training period. Any area in the United States which has had over 6% of its labor market unemployed over a specified period can qualify for the use of these funds.

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1. Clark Kerr; Robblen W. Fleming, Progress Report-Automation Committee, Chicago Ill., Armour and Company and Unions, 1959. pp 1-8.

2. UAW-CIO, American Motors Corp., "New Collective Bargaining Agreement." Article IX, September 30, 1961.

3. Interview with George A. Weaver, Research Associate, Research and Engineering Department, UAW, Solidarity House, Detroit Michigan, October 10, 1961.

An area can qualify under the Area Redevelopment Act if it has a condition of substantial and persistent unemployment or underemployment. After being certified as a redevelopment area, it is the responsibility of the area to prepare its own Overall Economic Development Program. This program is then submitted to the appropriate State agency for review and approval before it is sent to the Area Redevelopment Administration for final approval.[1]

Under this program a plan of training must be submitted which should include:

1. The work experience, aptitudes, and other qualifications of the individuals in need of training.

2. The occupations which offer promise of jobs for those workers after they complete training courses.

3. The amounts and types of training it is feasible to provide.

4. The training facilities which exist or can be established.

The first job training program under the Area Redevelopment Act was started in Huntington, West Virginia. This program is training people in small appliance repair, stenography, nursing aid, automatic transmission repair, typing, route salesmanship, and table waiting. Each trainee is getting about $23 a week subsistence pay while in training.[2] The program got off to a slow start due to lack of response; out of 7,000 unemployed, only 479 were interested enough to take aptitude tests. Most of the unemployed prospects contacted about the retraining program gave one of these three answers:[3]

1. I'm just not interested.

2. I expect to be called back to work soon.

3. I'm too old to be starting all over again.

Several Michigan cities have had programs approved under this act.

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1. The Manpower Development and Training Act of 1962 extends retraining to areas other than those of continued high unemployment.

2. Peter Braestrup, "Huntington, West Virginia, Project to Retrain Unemployed," New York, The New York Times, October 11, 1961.

3. "First U. S. Retraining Plan Starts Sluggishly," The Pontiac Press, December 28, 1961. p. 4.

PART III. THE PROBLEM OF MOTIVATION AMONG THE UNEMPLOYED

The lack of response to training opportunities by the great majority of Huntington unemployed clearly indicates that there are serious problems of motivation. The question is: Why don't these people take advantage of the opportunity to make themselves employable, especially since training is in most cases provided at no cost to the trainee and since under certain conditions he can get a weekly subsistence allowance?

In an effort to learn more about the outlook of unemployed, the writer had casual conversation with 14 unemployed persons who live in the Detroit-Pontiac area. Nine of them are under 30 years of age, four are in their 40's, and one is in his 50's. Six of the 14 are Negroes. Twelve are married and have from one to six children. From this contact with the unemployed and interviews with people in training programs, the writer has gained the following insights.

The person who is out of work recognizes that a course of training would be valuable, but at the same time he feels the far more compelling pressure of having to buy food and pay rent. This means, of course, that he must have a job at once. A man in such a position tends to lose his motivation toward training when he finds even a temporary job that permits him to meet his obligations. Although he may recognize that training could lead to a better kind of job, without the spur of immediate necessity his motivation is weakened. It is like the old story of the leaking roof which can't be repaired when it's raining, and in dry weather doesn't need repair.

Closely related to the problem of motivation is the problem of dealing with the particular kind and degree of pride possessed by each individual. Many people show consistent preference for maintaining their self-sufficiency, and take great pride in doing so. As a nation we pride ourselves on our "rugged individualism", and it is indeed a source of strength and creativity. Yet in an extreme form this attitude can operate to the detriment of the individual. The person who takes excessive pride in his self-sufficiency will not seek out those who can be most helpful in assisting him to qualify for and secure employment suitable to his capacities. Others take excessive pride in one particular skill they have developed, which is often a narrowly limited and outdated skill. They reason that if this skill has become unmarketable, there is no use learning another for which the demand could also disappear.

Many of the unemployed are spoiled. They have enjoyed prosperity so long that they refuse to believe it will not continue. They have the feeling that eventually they will be called back to work, and refuse any employment which pays less than they had been earning. They receive their unemployment benefits and in some cases their welfare checks, and "get along". When they receive an offer of employment or training they weigh the advantages against the disadvantages, and unless the new job pays considerably more than the benefits they are receiving, refuse the offer.

The older person is often reluctant to take advantage of training opportunities because he knows that employers resist hiring workers in his age group, frequently for economic reasons (e.g., higher costs for some of the more common fringe benefit items, such as retirement pensions, group life, accident, and health insurance, and workmen's compensation).[1]

1. Meet the Over-40 Worker. Washington, D. C.: U. S. Department of Labor, 1960. p. 23.

PART IV. THE ROLE OF VOCATIONAL EDUCATION

No program designed to relieve the unemployment situation can be carried on successfully by a single agency. A successful effort requires the co-operation of the schools, the business and industry (including both management and labor), and the governmental agencies directly involved. The schools might very well take the lead, because they have available facilities and in some cases a cadre of personnel with the know-how.

Regardless of who does the job or how the program is structured, the unemployed must always be treated as individuals, since no two of them are alike in aptitudes, interests, experience, goals, and aspirations. Programs should operate on the theory that if a person has a skill and can sell himself, he can find a job. Counselors must attempt to fit the unemployed applicant into a field in which he is capable of succeeding, but the applicant himself must decide upon the type of training he will pursue.

The proper relationship of the school to the community was well described by Dr. James B. Conant in a speech titled "Social Dynamite in Our Large Cities".[1]

> "The community and the school are inseparable....There are those who would say that what goes on in the schools should not have any direct connection with the community or the employment situation. I completely reject this idea. The school, the community, and the employment picture are and should be closely tied together. ....What goes on in the school ought to be conditioned in large measure by the nature of the families being served, the vocational plans and aspirations of the students, and employment opportunities. To sum up, I submit that in a heavily urbanized and industrialized free society the educational experience of youths should fit their subsequent employment....To my mind, guidance officers, especially in the large cities, ought to be given the responsibility for following the post-high school careers of youth from the time they leave school until they are 21 years of age....It appears that the only jobs available for unskilled workers in the decade ahead will be in service occupations, a fact of considerable importance in educational planning....Adult education courses, work-study programs of various sorts--these are all evidence of a continuing interest of the schools in furthering educational opportunities for out-of-school youths and ought to be expanded....But even if the schools were to improve their services drastically, there would still remain what seems to me the crux of the situation--the presence or absence of employment opportunity...."

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1. James B. Conant. "Social Dynamite in Our Large Cities". A speech to the Conference on Unemployed, Out-of-School Youth in Urban Areas, sponsored by National Committee for Children and Youth, Washington, D. C. May 24, 1961.

The vocational training facilities and the personnel in our public schools have served society well during several emergencies. Perhaps the most notable effort was the War Production Training Program during World War II. There is no reason why these same resources could not be effectively used to help alleviate the present unemployment "emergency".

Since many of the unemployed between the ages of 18 and 25 dropped out of high school before graduation, we might very well look to vocational education as a means of improving the holding power of our schools. In a study by the U. S. Department of Labor[1] the reason most frequently given by students for dropping out of school was dissatisfaction, as expressed by their "boredom with school subjects". The second most frequently given reason was to get a job--yet the majority of these students enter the labor market with no special preparation for the world of work.

To assure that our work force is adequate, well qualified, and fully used in the 1960's, the U. S. Department of Labor believes the following steps must be taken:[2]

1. Expand and improve all forms of training on the job, including apprenticeship for the skilled trades.

2. End all forms of discrimination in hiring and use of manpower.

3. Develop and use increasingly effective placement services.

4. Support and strengthen our school systems.

5. Expand and improve guidance and counseling services.

6. Improve health and safety in the work place.

7. Develop better national and local information on manpower resources and requirements.

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1. School and Early Employment Experiences of Youth. Washington, D. C.: United States Department of Labor, Bulletin No. 1277. August 1960. p. 3.

2. Manpower--Challenge of the 1960's. Washington, D. C.: U. S. Department of Labor. p. 23.

PART V. SUMMARY AND CONCLUSIONS

Automation and other technological advances are rapidly bringing about changes in the country's labor market. The need for unskilled labor is decreasing, whereas the need for skilled, technical, semi-professional, and professional workers is increasing. This along with the fact that more people are entering the labor market than are needed is creating an unemployment problem which demands attention.

With unemployment figures at such a high rate and the decreasing demand for unskilled workers, there is no doubt that programs to train the unemployed are needed. The immediate problem is finding areas in which there are employment opportunities which require only short-term training and for which the unemployed can be trained.

The low response by the unemployed in the programs for training now in existence clearly indicates a problem of motivation. Something must be done to make these people interested enough to take advantage of opportunities for training.

Any program for the training of the unemployed must be undertaken with the co-operative efforts of the school and the community. This program must be widely publicized and must reach the individual. The courses must be organized so that the person can start a course of training at almost any time. The idea of the program should be to upgrade the individual for more highly skilled employment. This means that the unemployed worker must elevate himself into a higher occupational class. Upward occupational mobility usually creates upward social mobility, which is resisted by people who are satisfied with their occupational class. This resistance to social and in consequence to occupational mobility must be overcome before the unskilled unemployed worker will accept training for employment.

Many of the out-of-school youth between the ages of 18 and 25 years have the capacity for and could be influenced to continue their education and training. In a speech to the 1961 AFL-CIO National Convention, President Kennedy said that there are over one million unemployed youth in the United States under 25 years of age.

Much can be achieved through short-term training programs, but public school education has a greater responsibility in relieving the unemployment problem. It is here that help can be given to the millions of future drop-outs and to the high school graduates who will be unemployable unless they acquire the skills necessary for employment. The reason most frequently given by students who drop out of high school is "boredom with school". As they are presently organized, many of our schools do not meet the needs and therefore fail to hold the interest of the drop-outs. The schools must be reorganized to meet the needs of both students and society at large. Only when schools are helping to motivate students and to equip them with marketable skills will the unemployment percentages be substantially reduced.

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APPENDIX A

MICHIGAN VOCATIONAL EDUCATION EVALUATION PROJECT

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Wenrich, Ralph C. - Director, Vocational Teacher Education, The University of Michigan

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APPENDIX B

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(in co-operation with the Michigan Vocational Education Evaluation Project)

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